

# BERKELEY WATERFRONT PLAN

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## Alternatives Description

Endorsed by City Council

January 29, 1985

PREPARED FOR THE CITY OF BERKELEY BY ROMA PLANNING AND URBAN DESIGN

Anthony/Fleming Associates, Community Involvement • ESA, Environmental Assessment • DKS Associates, Transportation  
McGuire and Company, Market and Financial Analysis • PAD, Social Analysis • Wilson-Porter, Civil Engineering



BERKELEY WATERFRONT PLAN  
ALTERNATIVES DESCRIPTION  
Endorsed Version 2/14/85

This memo marks the first milestone in the Berkeley Waterfront Planning Program illustrated in Figure 1. It outlines initial findings on two closely related subjects:

- o Analysis of Community-Generated Land Use Concepts
- o Definition of Generic Land Use Alternatives

As shown in the schedule chart, the Consultant Team has recently issued background analyses and a summary of opportunities and constraints covering such factors as market and environmental context. The intent of the current document is to describe the endorsed version of Generic Land Use Alternatives. With certain changes and refinements, this limited number of representative alternatives will be the ones tested in the next phase of work, against Evaluation Criteria embodying the city's goals and objectives for the waterfront site. They will also be used as the required alternatives for the purpose of environmental review, also outlined on the schedule chart.

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Figure 1.  
Berkeley Waterfront Planning Program: Proposed Schedule

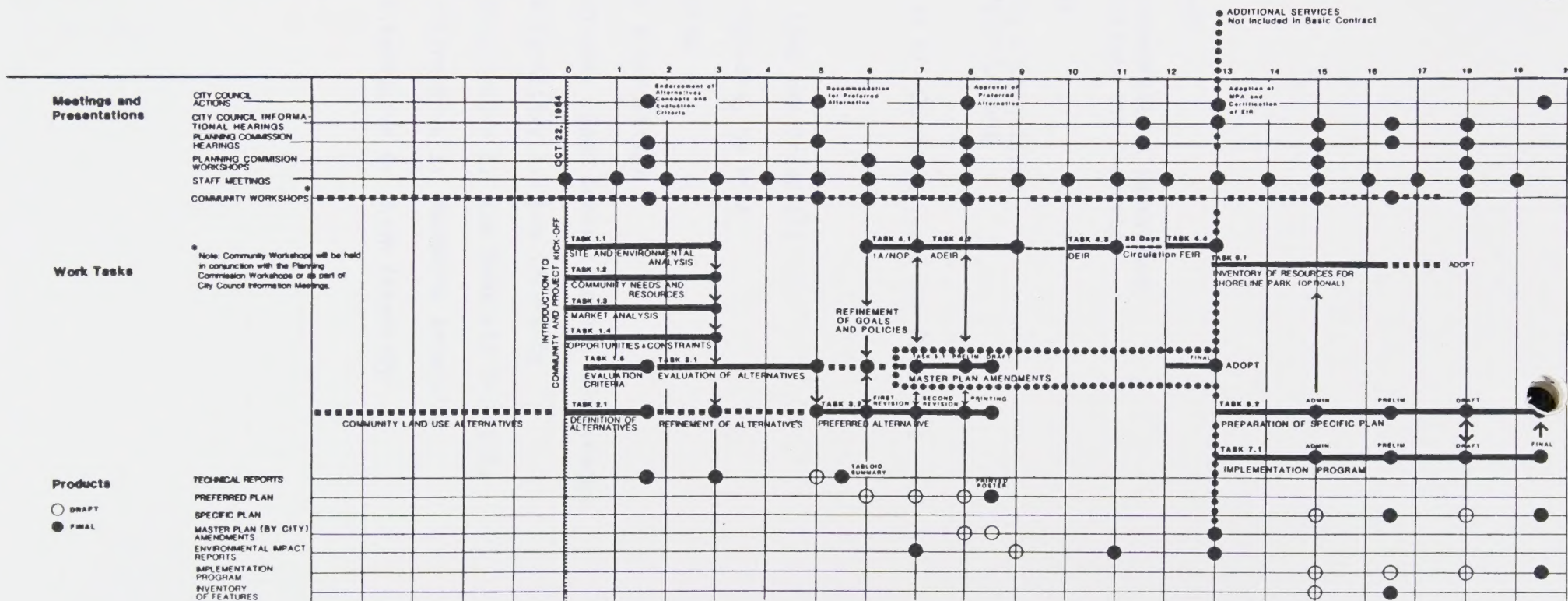




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# Introduction and Background

## Introduction and Background

## ANALYSIS OF COMMUNITY-GENERATED ALTERNATIVES

In the spring of this year, as part of Phase 2 of the waterfront planning process, the City requested suggestions from the community on alternative concepts for the Berkeley waterfront lands. There were approximately 30 community land use proposals submitted, by sources ranging from individuals to private clubs and interest groups to public commissions.

The comprehensiveness of these proposals also varied: some spoke to only one issue, such as incorporating a specific activity, or advocating a certain implementation strategy. Others were full-blown master plans, complete with graphic illustrations. The following analysis (see Tables 1 and 2, and Appendix 1) considers all of these suggestions, the intent being to both capture their diversity and identify areas of consensus. Out of the analysis of community alternatives we have derived two things:

- o guidance on formulation of representative generic alternatives;
- o suggestions for the specific evaluation criteria appropriate to the needs and priorities of the Berkeley community.

Both of these products will be discussed in detail in subsequent chapters of this report. This chapter will describe the community-generated alternatives themselves, mainly in terms of proposed quantity, location, and height of land uses. More qualitative issues such as development scale and character, specific activities, revenue and job generation, etc. will be addressed as part of the generic alternatives and evaluation criteria and more fully developed in the comparative evaluation that will follow.

### Proposals for Open Space Conservation and Recreation

Almost without exception, the community alternatives maintained a large portion of the site as public open space. Over three quarters reserved the majority of privately-held waterfront lands for open space/recreational purposes; this includes the proposal of the landowner, Santa Fe Land Improvement Company.

The consultants have documented the immense range of suggested and potential open space/recreational activities, and are in the process of testing them for relative suitability on the waterfront site. Whatever the specific program of activities will be, however, it is overwhelmingly clear that there is a strong consensus for retaining all wetlands and over half of dry lands for conservation, recreation, and open space uses.



### Proposals for Development, Type and Quantity

All but 3 proposals advocated that at least 20 acres be allocated to development parcels. Most proposed uses fall into four categories: Housing, Office/R&D, Commercial, and Hotel/Conference.

Other proposed uses include indoor sports, artisan live-work uses, and many varieties of public, institutional, and cultural facilities. These were relatively minor components in terms of size; their significance lies more in creating a rich mix of activities and fulfilling other urban design and social/cultural goals.

Proposed amount of development ranged from 300,000 to more than 7,000,000 square feet. However, the proposals fell into three broad clusters, as illustrated in Figure 2.

- o Low Intensity - Under 1,000,000 square feet, often predominantly hotel, conference, and limited retail, combined with public and institutional/cultural uses.
- o Moderate Intensity - 1 to 2-1/2 million square feet (uses varied).
- o High Intensity - Over 3-1/2 million square feet (uses varied).

The average amount of development proposed was just under 2,000,000 square feet (see Table 1). The average breakdown among proposed uses was approximately one-third Office/R&D, one-third Housing, and one-third Hotel/Conference/Retail. These averages should not be equated with a consensus; however, they do illustrate the "center of gravity" of the widely varying proposals.

### Proposals for Development Location

Table 2 summarizes community ideas on location of development. There is general consensus that the Marina edge and area adjacent to the freeway are appropriate locations for development. There is some question just how much of the meadow area should remain undeveloped, but it is generally agreed that the central meadow should provide a generous public park. A continuous shoreline park is incorporated into all community plans, but there is less agreement on the minimum width of that park, as evidenced by the proposals for the North Basin and Horse Barn area. There is also a split regarding the best use for the Brickyard. There is general support for a nature preserve and interpretive center; approximately one-third proposed adding lodgings and possibly a conference center on a portion of the Brickyard.





### Proposals for Height

As described in Figure 2, the maximum height proposed in community alternatives varied from 2 stories to 20. There was more general agreement that the average height should be somewhere between two to four stories.

### Conclusion

Clearly, the above quantitative summary cannot do justice to the breadth and depth of ideas included in the community alternatives, nor is it intended to fully describe them. Rather, it gleans only the types of information pertinent at this initial level of formulation of generic alternatives. As the competing alternatives are refined, and particularly as a preferred alternative begins to emerge, some of the more subtle and/or qualitative elements suggested in community proposals will be incorporated. The goal is that the ultimate plan not only satisfies all technical, environmental and economic requirements, but that it has a richness, a design excellence, and an innovative spirit which reflects the special and varied character of the Berkeley community,

40191b/AOCGA



Table 1

SUMMARY OF  
COMMUNITY LAND USE PROPOSALS

ACRES OF OPEN SPACE	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
Less than 50% of site	6	23
50-70%	9	35
70-90%	8	31
Over 90%	3	11
TOTAL	26	100

SQUARE FEET OF DEVELOPMENT	<u>Number of Proposals</u>	<u>Average Square Feet</u>	<u>Percent of Total s.f.</u>
Housing	18	710,000	35
Office/R&D	23/19	617,000	31
Commercial	21	138,000	7
Hotel/Conference	19	532,000	27
TOTAL	24	1,997,000	100

AVERAGE HEIGHT	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
1-2 stories	7	33
2-4 stories	10	48
4+ stories	4	19
	21	100

Note: Not all of the Community Land Use Alternatives specified all of these characteristics.





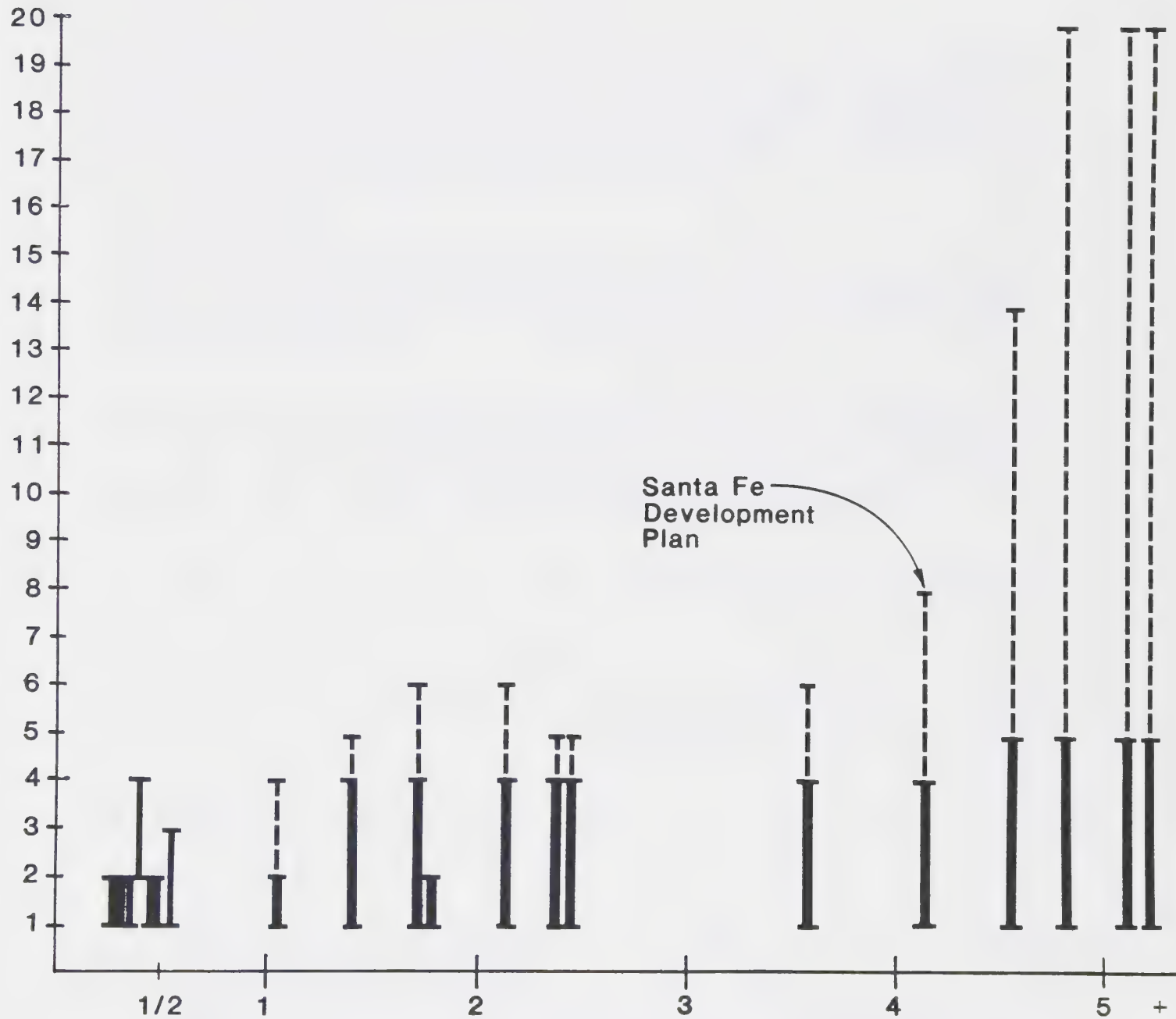
Table 2

## COMMUNITY LAND USE PROPOSALS, BY AREA

BRICKYARD	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
Wetlands and nature study only	15	68
Add hotel or similar	<u>7</u>	<u>32</u>
	22	100
CENTRAL MEADOW	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
Should remain wild	1	4
Open Space 90% or more	14	64
Open Space 50-90%	4	18
Less than 50% Open Space	<u>3</u>	<u>14</u>
	22	100
EAST MEADOW, ADJACENT TO FREEWAY	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
Should be all Open Space	3	17
Allow some development	<u>15</u>	<u>83</u>
	18	100
WEST MEADOW, ADJACENT TO MARINA	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
Should be all Open Space	3	25
Allow some development	<u>9</u>	<u>75</u>
	12	100
NORTH BASIN STRIP AND STABLES	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
100' Shoreline Park; remainder development area	8	44
200'-250' Shoreline Park; remainder development area	8	44
Majority Open Space and recreation area	<u>2</u>	<u>11</u>
	18	100
OTHER		
Strong support for beach, either south of University or other appropriate location.		



No. of  
Stories



S.F. of Development, in Millions.

Note: 21 proposals out of 29 were explicit enough to allow graphing of intensity and height.

— Proposed Average Height  
 --- Proposed Maximum Height

Figure 2

## Community Alternatives: Development Quantity and Height



## OVERVIEW OF SITE CONDITIONS AND CHARACTER

The following is a general outline of site conditions, as illustrated in Figure 3. A more detailed analysis of these factors and others will be included in the Site Opportunities and Constraints memo to be prepared in the coming months. The current overview serves mainly as preliminary input into formulation of realistic generic alternatives.

### Soils and Geology

The entire site was created by successive land filling on a bay mud substrate. Fill materials have ranged from refuse to soil and building materials. Overall, the soils are characterized by high compressibility and differential settlement.

Seismicity, slope stability and liquefaction do not pose any great limitations on development. However, different fill materials have created varied development opportunities across the site. More stable soils can support small structures without using expensive pile foundations. There are few locational constraints for larger structures with more elaborate foundations.

In general, the most stable soils occur along the freeway and at the Brickyard site.

### Water Quality, Hydrology, and Drainage

Three storm sewers flow through the site and outfall into the Bay, carrying substantial amounts of pollutants, including coliform, grease, oil, lead and nutrients.

High groundwater is prevalent over much of the site, but this can be mitigated with site drainage improvements.

### Air Quality

The climate on the site is generally cool and windy. Fog is more prevalent here than in the rest of Berkeley.

The prevailing westerly winds provide natural ventilation to the site, which disperses most traffic-generated pollutants. Carbon dioxide may pose some problems adjacent to the freeway on calm days.





## Biological Resources

No rare and endangered species have been identified on the site or environs. There are four wildlife habitats on the site:

- A. Upland Habitat (advanticious/weedy). This area is primarily a habitat for rats and land birds. Bird species include: Pelican, Least Tern, and Peregrine Falcon.
- B. Aquatic Habitat (open water). Disruption and pollutants presently occur, especially at Aquatic Park.
- C. Shoreline Habitat (predominantly riprap). Continued protection from wave action is necessary to retain edge. There is no natural beach site along the shoreline.
- D. Mud Flat/Salt Marsh Habitat. Mud flats now exist at Brickyard Cove and in small areas around drainage outfalls. Mud flats are a very productive habitat which are protected under policies of regional public agencies..

## Noise Environment

The I-80 corridor has a major impact on any development adjacent to the freeway. Sound protection measures will be necessary in developing this area.

## Circulation

Traffic along I-80 will have a major impact on the development of the site. Current traffic patterns include major southbound congestion in the morning and major northbound congestion in the evening. Freeway congestion causes traffic diversion onto local streets and the Frontage Road. Caltrans has proposed certain improvements to accommodate this congestion. However, development capacity on the Berkeley site may still be constrained by the effects of congestion and diversion.

The freeway currently acts as a barrier between the city and the waterfront, as east/west access is limited to three points: Gilman, University, and Ashby. Caltrans has proposed interchange improvements at all three inter-sections as well as pedestrian connections (over and under) and a bikeway overpass to improve access to the waterfront. However, ramp capacity will be a key factor in determining development potential at the waterfront.



## Utilities

For the most part, water capacity, gas and electric systems will require only minor modifications off-site to accommodate development on the waterfront site. However, sanitary sewer and storm sewer systems will pose more major problems. In all alternatives utility improvements will be required on-site to provide adequate service and protection.

The sanitary sewer system may pose the most serious constraints. The existing sewage treatment plant is currently at capacity in wet weather, because of infiltration/inflow problems. Addressing these would require city-wide efforts. The main interceptor also has reduced capacity in wet weather due to infiltration.

Present trunk line capacity to the site is also a constraint. The 16-inch connector under the freeway has limited capacity and is costly to rebuild. Lastly, the low elevation of the site would require that a pump station be built and maintained.

The storm sewer system has problems as well. Surface runoff now outfalls to the Bay, carrying a variety of pollutants. Infiltration limits capacity in wet weather, as does siltation clogging the lines.

## Physical Landscape

The site is made up of a number of distinct physical areas:, as illustrated in Figure 4. The Marina, North Waterfront Park, and other city-owned property west of Marina Boulevard; the Meadow, the Brickyard, the Frontage Road strip south of University, the area alongside the North Basin, and Golden Gate Fields Horse Barns (leased until 1997). Acreages for these areas are given in Table 3. Existing development includes the Marriott Hotel, several restaurants, a small office building, a number of marina structures, and a vegetable stand. Significant nearby land uses include the Fourth Street retail/restaurant area, the West Berkeley Redevelopment Area, various industrial uses, Aquatic Park, Golden Gate Fields Racetrack, and the Emeryville Redevelopment Area.

## Visual Landscape

Important views which should be preserved and/or enhanced by future development include the views from North Waterfront Park to the Berkeley Hills, the view corridor down University Avenue from the downtown area, and from the top of the University overpass to the Marina and Bay, as well as views from the freeway to the Bay.





Table 3

## LAND RESOURCE BY SUBAREA

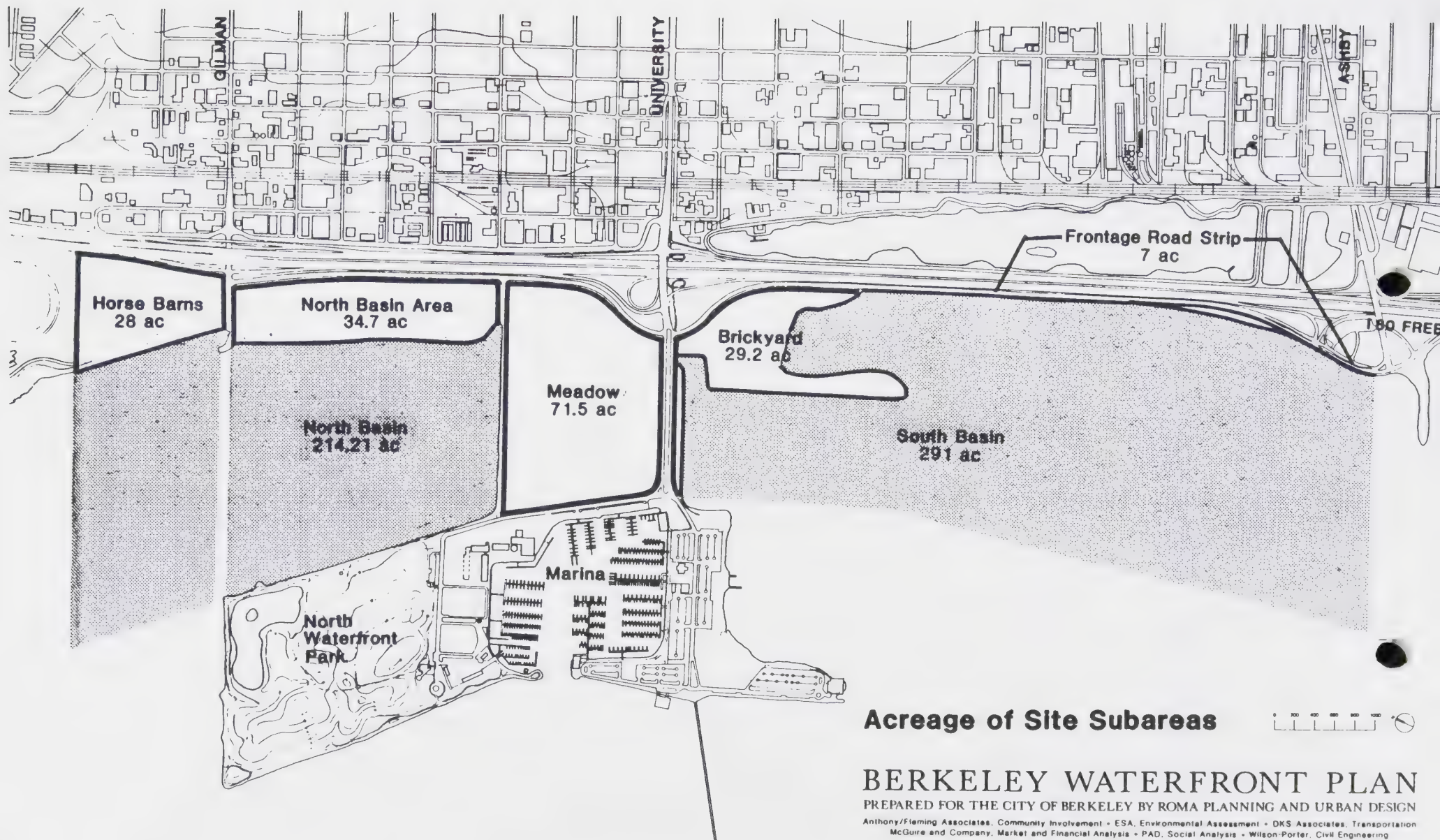
	<u>Existing</u>
<u>Privately-Owned Land</u>	
Upland	
Meadow	71.5
Horse Barn	28.0
North Basin	34.7
Brickyard	29.2
Frontage Road Strip	7.0
TOTAL	170.4
Submerged	
North Basin	214.21
South Basin	291.00
Out Parcels	?
<hr/>	
City-Owned Land	
North Waterfront Park	90.00
Marina Edge	68.00
Marina Harbor	45.00
City Streets in Meadow Area	<u>5.13</u>
TOTAL	203.00















## Definition of Alternatives



## CONCEPT FOR STRUCTURING ALTERNATIVES

The generic alternatives must draw together ideas from a number of sources: the suggestions of the community, public priorities as expressed in adopted policy, and technical constraints such as environmental suitability and economic feasibility. The concept for structuring a limited number of representative alternatives can be understood as a balancing act between four significant variables:

1. The intended role of the waterfront. (Should the emphasis be on recreational potential, or economic development opportunities, or creating a new mixed-use neighborhood, or perhaps some combination of the above?)
2. Optimum pattern (i.e., location and massing) of development to best incorporate community values, environmental suitability, and good urban design, while still recognizing economic and implementation realities.
3. Appropriate intensity of development, determined first by physical limitations such as traffic capacity, and further refined to be consistent with community objectives.
4. Proper mix of development, in order to create an active and vital place, to balance retail support with other uses, and, if residential is included, to ensure that it fosters a true neighborhood rather than an isolated enclave.

### Hierarchy of Decision Making

At this early stage, the alternatives provide the greatest definition to role, intensity and mix, with only conceptual plans for the pattern of development. The intent is to reach agreement first on the gross outlines of quantity, type, and general location of various uses. In the next stage of work, we will fill in the outlines of the selected alternatives, creating the best physical plan and activity program for each.

### Making Trade-Offs

The main purpose of the concept alternatives is to illustrate the range of competing goals held by various actors in the waterfront planning process, and also to identify areas of general consensus. Each of the generic alternatives has been structured to be viable and realistic within its own goal framework. What remains is to measure the competing alternatives against a set of evaluation criteria representing the city's objectives for the waterfront. With a comparative evaluation in hand, the community can make informed choices as to trade-offs among objectives.



### Summary of Alternatives

The four generic development alternatives are summarized below. In addition, a "no project" alternative is required for the purpose of environmental review. As illustrated in the table below, alternatives range from 200,000 to over 4,000,000 square feet, which generally brackets the range of community alternatives previously discussed. The amount of land set aside for development parcels ranges from approximately 10 to 70 acres, or 6 to 40 percent of the privately-owned upland area.

Table 4

#### SUMMARY COMPARISON OF ALTERNATIVES

	<u>0</u> No Project	<u>1</u> Low	<u>2</u> Low/Moderate	<u>3</u> Moderate	<u>4</u> High
Total Development in gross s.f.	0	100,000 to 200,000	500,000 to 565,000	2,230,00 to 2,765,000	4,150,000
Land Coverage in % of privately- owned upland area	0	6-8%	20-22%	35-40%	41%
Net FAR average overall development sites	0	0.2 to 0.5	0.3 to 0.4	0.75 to 1.0	1.44
TOTAL OPEN SPACE	- acres	154-156 acres	132-133	114 ac.	90 ac.

The amount of open space ranges from 90 to 150 acres (see Table 5). It should be noted that approximately 5-10 acres are taken by improvements to the frontage roads and interchanges in all of the alternatives. Thus, the net total site area is approximately 160-165 acres.

Tables 5-9, the accompanying figures, and the following sections will describe each of the alternatives in more detail.



Table 5

COMPARISON OF ALTERNATIVES:  
OPEN SPACE LOCATION AND ACREAGE

	<u>Alt. 1</u>	<u>Alt. 2</u>	<u>Alt. 3</u>	<u>Alt. 4</u>
South Shoreline	7	7	7	7
-Beach Fill	--	+10	+10	+10
Brickyard	24	24	14	24
-Cut for refuge	--	-1.8	-1.8	--
-Fill in north of creek	--	+2.5	+2.5	--
"Strawberry Beach"	3	3	3	3
-Fill	--	+8	+8	--
Meadow	60	60	47	30
North Basin Beach (fill)	--	+3	+3	+3
North Shoreline	60	17	17	13
Piers (fill)	<u>--</u>	<u>--</u>	<u>+4</u>	<u>--</u>
TOTAL	154 ac.	111 ac.	88 ac.	77 ac.
	(no fill)	+21.7 ac. net fill	+25.7 ac. fill	+13 ac. fill





#### ALTERNATIVE 0: NO PROJECT

This alternative is required by state law for the purposes of environmental review. It provides a "baseline" to which the impacts of other alternatives can be compared.

The definition of this alternative is the existing conditions without any project on the site, which can be briefly described as follows:

- Santa Fe lands to remain in their existing state.
- Other development that would occur without any action on the Santa Fe lands.
- Anticipated traffic and other environmental conditions which would occur regardless of what happens on the project site.







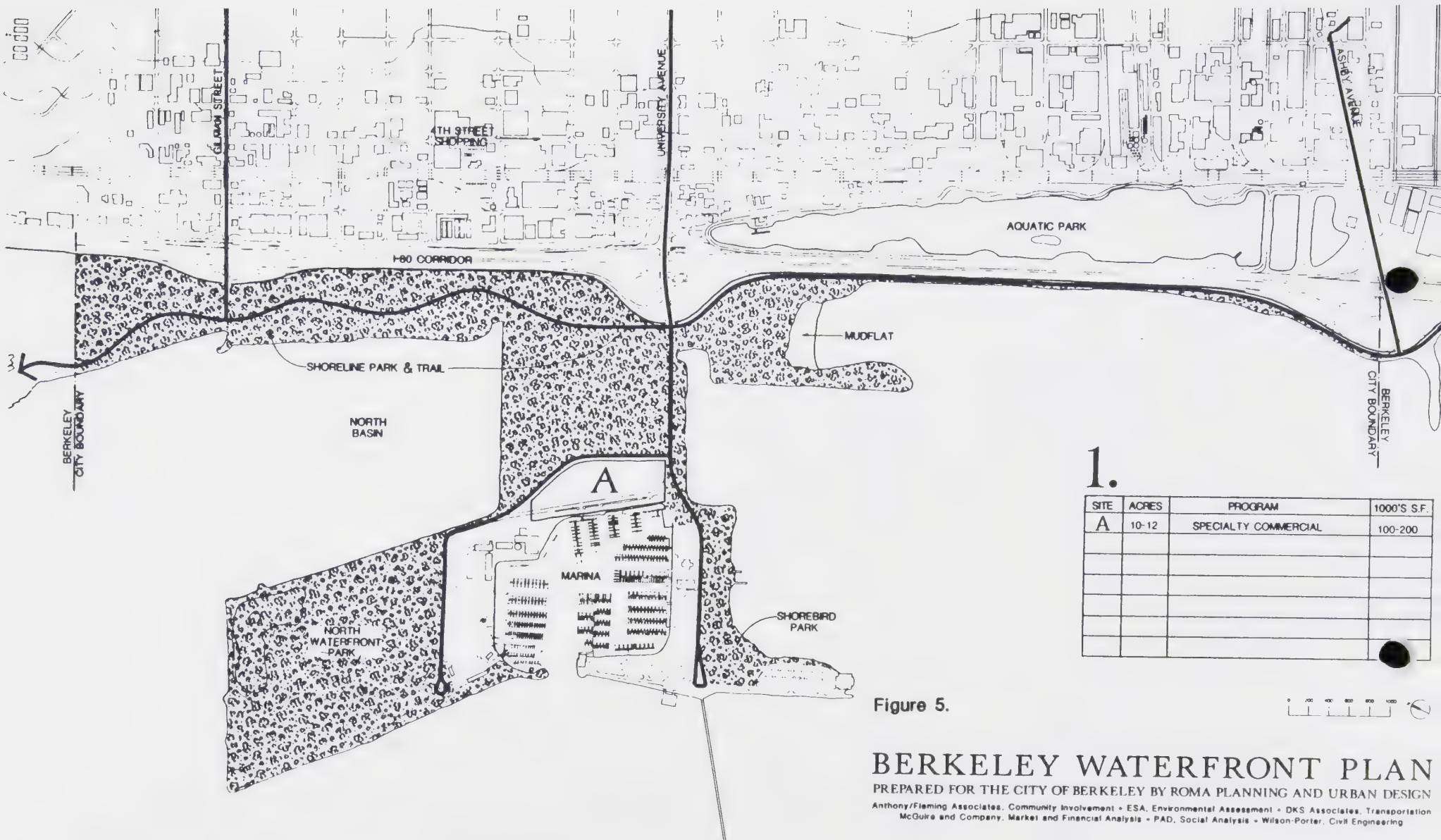
Table 6

DEVELOPMENT PROGRAM: Alternative 1 - Low Intensity

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
A.	West Meadow/ Marina Edge 10-12 acre site 50% City-owned land	100,000 to 200,000 s.f.  Specialty Commercial  net FAR 0.2 to 0.5	Potential joint development program with the City
<hr/>			
	Total Development	100,000-200,000 s.f.	
	Total Land Coverage	10-12 acres (includes <u>+5</u> acres of City-owned land)	
	Net FAR (average)	0.2 to 0.5	







1.

SITE	ACRES	PROGRAM	1000'S S.F.
A	10-12	SPECIALTY COMMERCIAL	100-200

Figure 5.

## BERKELEY WATERFRONT PLAN

PREPARED FOR THE CITY OF BERKELEY BY ROMA PLANNING AND URBAN DESIGN

Anthony/Fleming Associates, Community Involvement • ESA, Environmental Assessment • DKS Associates, Transportation  
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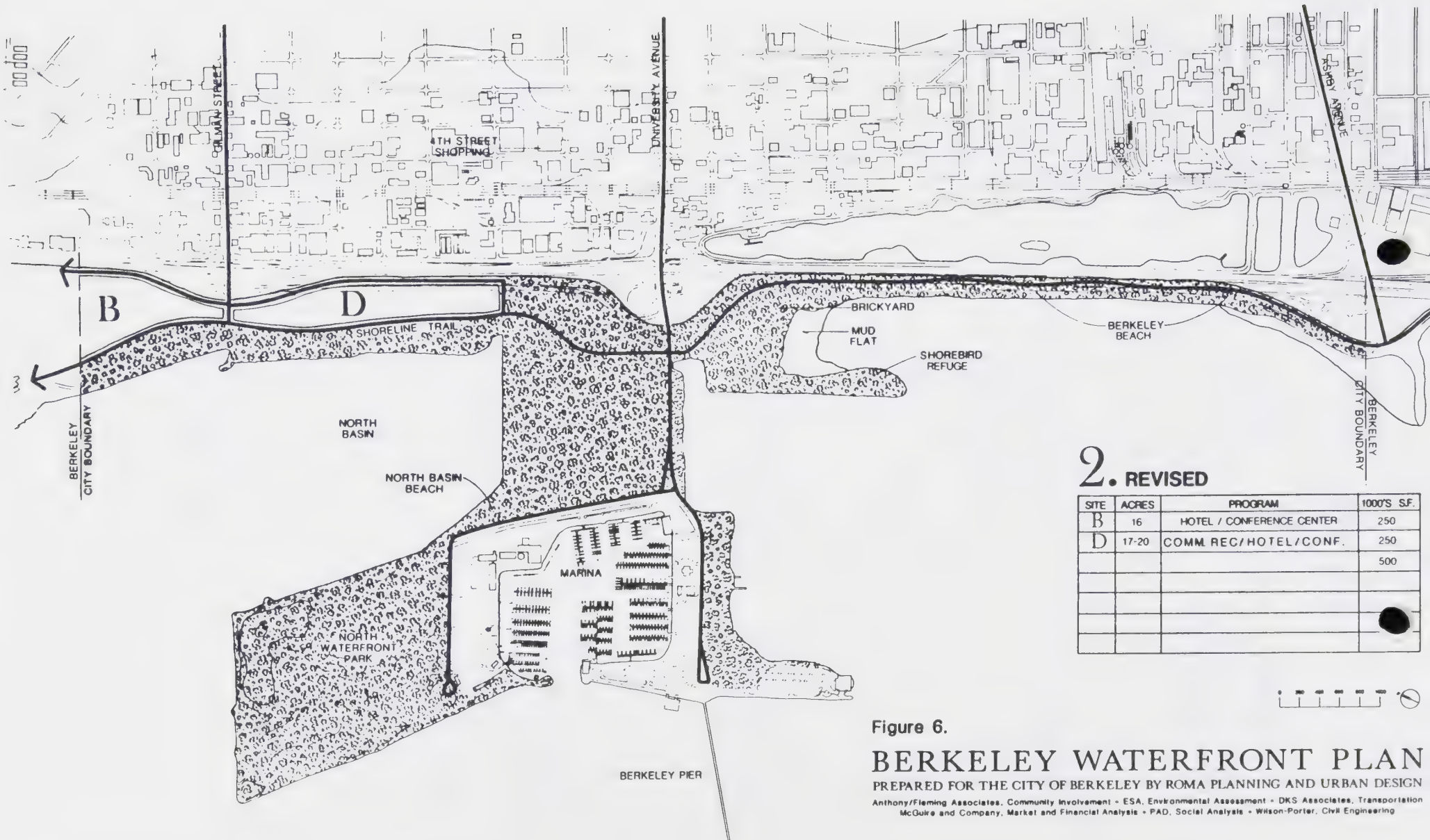


Table 7

DEVELOPMENT PROGRAM: Alternative 2 - Low/Moderate Intensity  
(REVISED 1/10/85)

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
B.	Horse Barn area 16 acre site under lease to 1997	250,000-315,000 s.f. Hotel/Conference Center  net FAR 0.3 to 0.5	Phased in response to existing lease
D2.	North Basin 17-20 acre site	250,000 s.f. Comm. Recreation/Hotel/Conf.  net FAR 0.3 to 0.4	Phased in response to existing lease
<hr/>			
	Total Development	500,000-565,000 s.f.	
	Total Land Coverage	33-36 acres	
	Net FAR (average) of Developed Land	0.3 to 0.4	





## 2. REVISED

SITE	ACRES	PROGRAM	1000'S S.F.
B	16	HOTEL / CONFERENCE CENTER	250
D	17-20	COMM. REC/HOTEL/CONF.	250
			500

Figure 6.

# BERKELEY WATERFRONT PLAN

PREPARED FOR THE CITY OF BERKELEY BY ROMA PLANNING AND URBAN DESIGN

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Table 8

## DEVELOPMENT PROGRAM: Alternative 3 - Moderate Intensity

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
A.	West Meadow/ Marina Edge 10-12 acre site 50% City-owned land	100,000 to 150,000 s.f.  Specialty Commercial  net FAR 0.2 to 0.3	Potential joint development program with the City
B.	Horse Barn area 16 acre site	350-500 dwelling units + 420,000-600,000 s.f.  Mixed Residential and Office  Total: 700,000-1,000,000 s.f.  net FAR 1.0 to 1.5	Phased in response to existing lease
C.	Brickyard 8-10 acre site	300-400 room hotel + 30,000-50,000 s.f. conference facilities and comm. center  Total: 230,000-315,000 s.f.  net FAR 0.5 to 0.9	Potential joint development with state participation
D.	Freeway Frontage East Meadow North Basin strip 27-30 acre site	600-650 dwelling units + 700,000-785,000 s.f.  Mixed Residential and Office  Total: 1,200,000-1,300,000 s.f.  net FAR 1.0	Residential use buffered from freeway noise by office use  Parcelization to reflect street pattern
<hr/>			
	Total Development	2,230,000-2,765,000 s.f.	
	Total Land Coverage	61-68 acres (includes +5 acres of City-owned land)	
	Net FAR (average)	0.75 to 1.0	





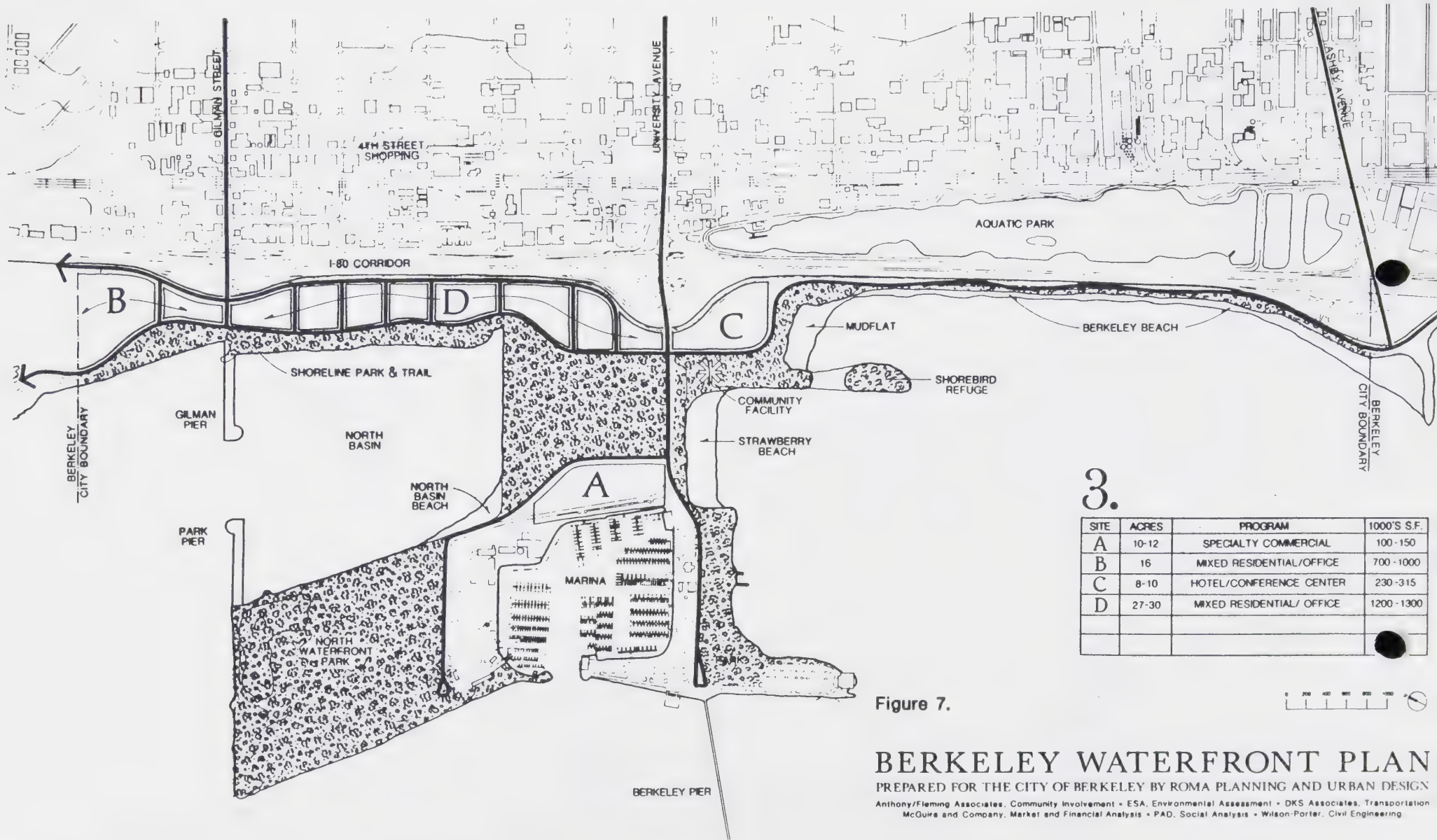




Table 9

DEVELOPMENT PROGRAM: Alternative 4 - High Intensity  
"Santa Fe"

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
A.	West Meadow/ Marina Edge 10-12 acre site 50% City-owned land	100,000 s.f.  Specialty Commercial  net FAR 0.23	Proposed jointly developed project
B.	Horse Barn area 15.98 acre site	1,080,000 s.f. Office, R&D, with Support Retail  net FAR 1.55	Phased in response to existing lease
C.	Brickyard +20 acre site	None	Private with a public access easement
D1.	Freeway Frontage East Meadow 9.6 acre site	750 room hotel + 350,000 s.f. Office, Support Retail  Total: 850,000 s.f.  net FAR 2.03	Assumed distribution of program for evaluation purposes
D2.	Freeway Frontage North Basin Strip 23.13 acre site	1,215,000 s.f. Office, R&D with Support Retail  net FAR 1.21	Not parceled



E.	Central Meadow 11.85 acre site	750 room hotel + 455,000 s.f. Office, Support Retail	Assumed distribution of program for evaluation purposes
		Total: 955,000 s.f.	
		net FAR 1.85	

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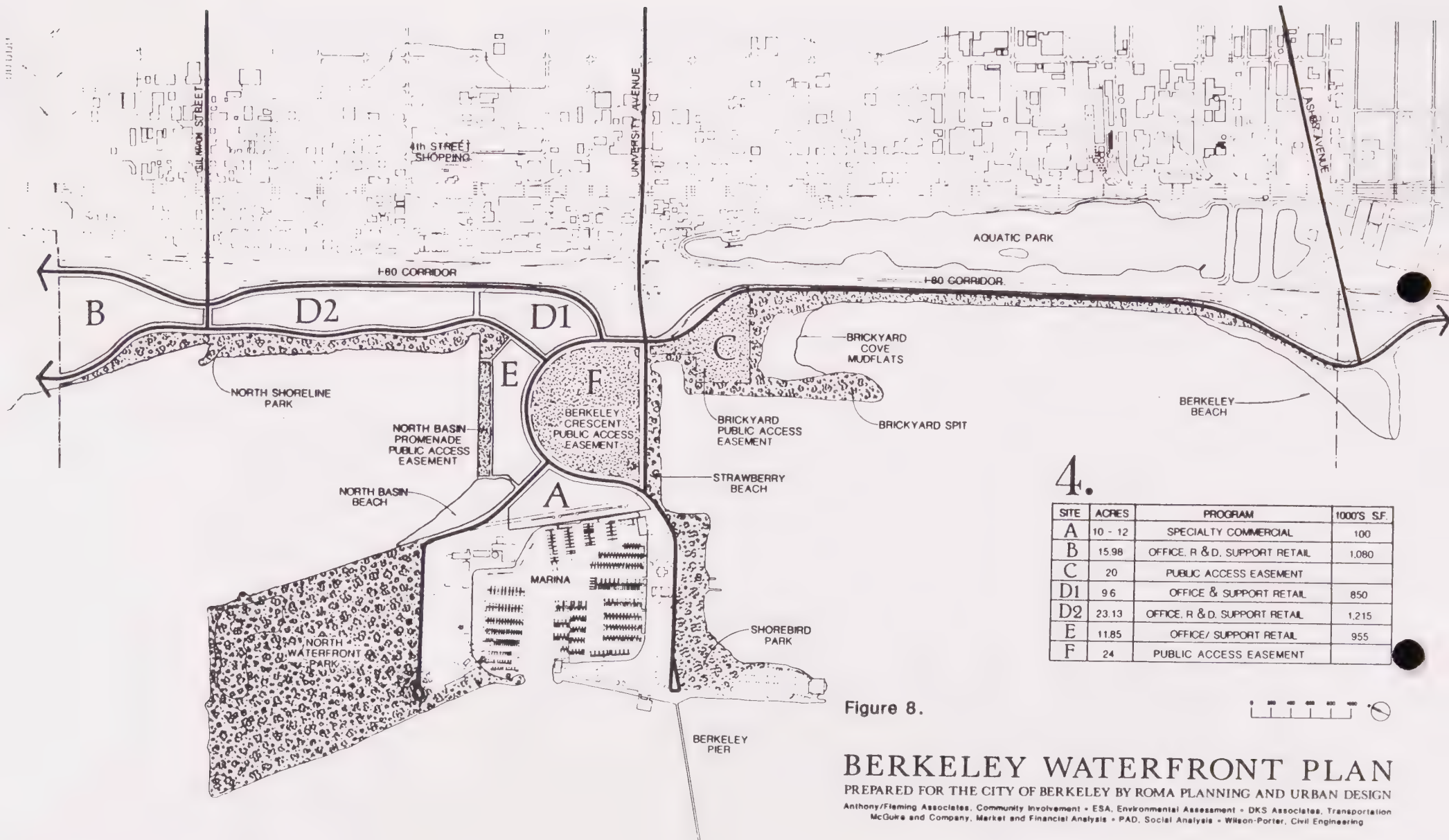
F.	Berkeley Crescent 24 acre site	None	Private with a public access easement
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Total Development	4,150,000 s.f.
Total Land Coverage	70.56 acres (includes 5 acres of City-owned land)
Net FAR (average)	1.44









## ALTERNATIVE 1: LOW INTENSITY

This alternative represents the low end of the development scale. It provides the greatest land allocation to open space. With this alternative, we can evaluate the feasibility of creating a major regional recreation resource with broad benefits to Berkeley residents using primarily public funding to support improvements. Development will be limited to the type and intensity compatible with the primary open space role. The financial costs of public improvements will be met by identifiable public funding programs while various strategies could be employed to fund operations and maintenance costs.

This alternative assumes a limited investment in recreational facilities and minimal alteration or improvement to the existing shoreline. This alternative recognizes, however, that future commitments to public funding of facilities could add substantially to the recreational program.

### Pattern

In this alternative, the limited amount of commercial development has been located in an area where the City has already created an activity center. A major development parcel is located adjacent to the eastern edge of the existing Berkeley Marina. At this location, the development will serve to enhance the existing focus of activity and strengthen the visual definition of the Marina. This alternative recognizes that the City may choose to permit development intensification on City-owned land surrounding the Marina.

The remaining privately-owned upland will be devoted to open space with a range of passive and active recreational uses.

### Intensity

Development in this alternative is confined to approximately five to seven percent of the privately held uplands. The initial program devised to test this generic concept includes 100,000 to 200,000 square feet of development. The net FAR (floor area ratio) is between 0.2 and 0.5.

### Mix

The alternative limits the land uses to a commercial recreation-oriented specialty retail complex. This use would provide a major activity focus for the Marina. The Marina site does not provide sufficient opportunities to create a viable residential neighborhood. While suitable environmentally, it would become a small isolated residential project. City-owned lands adjacent to the Marina are under the jurisdiction of the State Trust for public lands and residential uses are precluded. Consequently, there would not be an opportunity to create a larger residential community surrounding



the Marina in the future. Other uses which could be compatible with the commercial recreation orientation include hotel, conference facilities, or professional offices.

### Development Strategy

This alternative is seen primarily as a public open space plan supported by public commitment to long-term improvements. The private commercial development is limited in size, scope and location to reinforce this primarily recreational role for the waterfront.

- o Public Funding. This development alternative would rely extensively on public funding, including state funds, for the open space and recreation improvements. Suitability for public funding can be determined, although no guarantee can be made to assure that these funds will be provided.
- o Revenues. Development revenues would be available from the commercial recreation component of the program adjacent to the Marina.
- o Economic Development. While the overall jobs generation is the smallest for any of the alternatives, the commercial recreation function provides the greatest number of jobs per square foot of development of any of the uses included in the alternatives. A large portion of these can be targeted to low-skilled individuals in the workforce.
- o Joint Development. There is a significant opportunity to establish a joint development project within the development site at the Marina. The City owns the land directly adjacent to the water's edge. The City could cooperatively participate in a project that integrates City-owned property with the adjacent parcel. In this way, the City may be able to structure explicit benefits from the private development.
- o Phasing. The long-term implementation of the open space would be the major phasing issue to the development of this alternative.
- o Potential Development of City Lands. The future development of City-owned land adjacent to the Marina would be very compatible with this development alternative. Any intensification, however, would have to assure an adequate parking supply for the existing marina and commercial uses.





## ALTERNATIVE 2 REVISED: LOW/MODERATE INTENSITY

This alternative develops only a thin strip of land along the freeway from the Albany border to Virginia Street. The resulting development would provide a certain amount of employment opportunities and revenues to support more recreational improvements than Alternative 1.

Public funding is still seen as critical to the implementation of this alternative, and a more extensive recreation improvement program can be phased to take advantage of future public commitments to a shoreline regional park.

### Pattern

Approximately half of the North Basin and Horse Barn areas is designated as development sites. This leaves a substantial amount of land to provide the link in a continuous regional shoreline trail system and park.

### Intensity

Development in this alternative is confined to approximately 20 to 22 percent of the privately held uplands. The initial program devised to evaluate this generic alternative will range from 500,000 to 565,000 square feet.

### Mix

The alternative proposes hotel/conference, commercial recreation, retail, and office uses in the following locations:

- o Site B. The 16-acre Horse Barn site would accommodate a 300 to 400-room hotel and a 30,000 to 50,000 square foot conference center.
- o Site D2. Approximately 17 to 20 acres of the North Basin are designated for commercial recreation, hotel, and conference uses. Assuming 250,000 square feet of development, this implies a building prototype with all surface parking, and heights of one to two stories. Almost half of development parcels would be devoted to surface parking lots.

### Development Strategy

This alternative is seen as a partnership between public and private sectors working together to create a high-quality regional recreational resource. The resulting environment would both serve a wide range of recreational needs and enhance the attractiveness of the private development sites.





- o Public Funding. This development alternative would rely extensively on public funding for the open space and recreation improvements. Suitability for public funding can be determined in subsequent evaluation stages, although no guarantee can be made to assure that these funds will be provided.
- o Revenues. Development revenues would be available from the commercial recreation, retail, office and hotel components of the program.
- o Economic Development. In this alternative, the job opportunities range from targeted, low-skilled or entry-level positions to a wide range of skilled, clerical and professional positions.
- o Phasing. The Horse Barn and North Basin areas are presently under lease in connection with the operations of the Golden Gate Racetrack. That lease expires in 1997 and it is not certain that it will be renewed. Development phasing should be coordinated with the City of Albany.



### ALTERNATIVE 3: MODERATE INTENSITY

This alternative adds commercial development along the freeway boundary of the waterfront to those sites already identified in Alternative 2. In this alternative, there is sufficient development intensity to provide a viable new residential community integrated in a mixed-use development prototype. This alternative retains a strong continuous shoreline park and a major public open space in the central meadow, with strong commitments for open space improvements from the private sector.

#### Pattern

In this alternative, the development is distributed along the freeway boundary and adjacent to the Berkeley Marina. The concept recognizes the primary activity center at the Marina but adds a substantial development zone that buffers the shoreline park from the freeway. The street pattern east of the freeway is extended across the freeway and the development fronts on both sides of University Avenue. In this way, the Waterfront will be more fully integrated into the existing fabric of the City.

#### Intensity

Development in this alternative frames the open space resource and covers approximately 35 to 39 percent of the privately held uplands. The initial program devised to test this generic alternative will range from 2.23 million square feet to 2.76 million square feet.

#### Mix

The alternative provides a broad mix of commercial and residential uses in order to balance revenue-producing uses with non-revenue-producing uses.

- o Site A. Adjacent to the Marina would be located a commercial recreation/specialty retail complex.
- o Site B. In the Horse Barn area, 350 to 500 dwelling units would be integrated into a mixed-use complex with office uses adjacent to the freeway frontage to buffer the noise.
- o Site C. The Brickyard site is developed with the same hotel/conference facility as shown in Alternative 2. The opportunities for integrating community facilities into this area are the same.



- o Site D. The North Basin Strip includes an additional 600 to 650 dwelling units in a mixed-use complex with office uses adjacent to the freeway frontage to buffer the noise. Together with the Horse Barn area, a total of 950 to 1,150 housing units would provide a substantial new residential community at the waterfront.

#### Development Strategy

This alternative is seen as a new mixed-use residential/commercial community, a true urban village and economic center.

- o Public Funding. Available public funding sources would be utilized to augment the development-related revenues to pay for public improvements in the continuous shoreline park.
- o Revenues. Development-related revenues would be identified in order to determine the best allocation for the mitigation of impacts associated with the development. This might include: housing subsidies, employment programs, recreational improvements, or others.
- o Economic Development. Job opportunities would range from targeted, low-skilled or entry-level jobs associated with the specialty retail and hotel components to a broad range of skilled and professional jobs associated with the office and research and development component.
- o Joint Development. As in Alternative 2, there are two possible opportunities to establish joint development projects. The first is at Site A, adjacent to the Marina. The second is at Site C, the Brickyard.
- o Phasing. The Horse Barn site is presently under lease until 1997. The substantial housing and office development components would require careful phasing in order to reflect absorption rates. The mix of housing and office, however, will permit the development to shift building programs and respond to variations in both markets.
- o Potential Development of City Lands. The future development of City-owned land adjacent to the Marina would be very compatible with this development alternative. Any intensification, however, would have to assure an adequate parking supply for the existing marina and commercial uses.





## ALTERNATIVE 4: HIGH INTENSITY - SANTA FE PLAN

This alternative was presented to the City by the property owner, Santa Fe Land Improvement Company. Although total land coverage is similar to Alternative 3, it represents the high range of intensity in the generic alternatives. This alternative adds development in the meadow area adjacent to the North Basin, Site E. It also includes a land use designation of public access easement within a general open space plan.

### Pattern

In this alternative, the development is concentrated around the North Basin and leaves substantial open space resources adjacent to the south sailing basin. The development parcels are shown in large unsubdivided units, with public open spaces following the shoreline edge. The center of focus for this open space is a 24-acre landscaped Berkeley "Crescent". It also provides for a continuous shoreline trail system.

### Intensity

Development in this alternative covers approximately 40 percent of the privately held uplands. The development program proposed by the property owner totals 4.15 million square feet including a 100,000 square foot "marina plaza" commercial recreation development on land to be consolidated in City ownership at the eastern edge of the Berkeley Marina.

### Mix

The alternative provides a broad mix of commercial land uses including hotel, office, research and development space, specialty retail and support retail for the office and hotel functions.

- o Site A. Site A includes a commercial recreation specialty retail complex.
- o Site B. The Horse Barn area provides a 15.98 acre site. The proposed uses include office, research and development, and support retail.
- o Site C. The Brickyard area is not designated for development. Approximately 20 acres of the area are identified as privately owned with a public access easement. The remaining area is shown as public open space with the provision of an interpretive center on the end of the Brickyard site.
- o Site D. This area is subdivided into two zones in the property owners plan. The area at the south, approximately 9.6 acres, is planned to be more closely related in use to the development in the meadow. In this portion of the site, the widest range of potential commercial uses are



proposed including hotel, office, and support retail. The northern portion of the site, the North Basin Strip, is proposed to be a 23.13-acre development with office, research and development uses and support retail uses.

- o Site E. In the meadow is located an 11.85-acre development site for hotel, office, and support retail. The development fronts a shoreline promenade adjacent to the North Basin that is shown as privately owned with a public access easement.
- o Site F. The Berkeley "Crescent" is a 24-acre parcel in private ownership with a public access easement. The property owner proposes to landscape this area and provide improvements compatible with the passive enjoyment of open space.

### Development Strategy

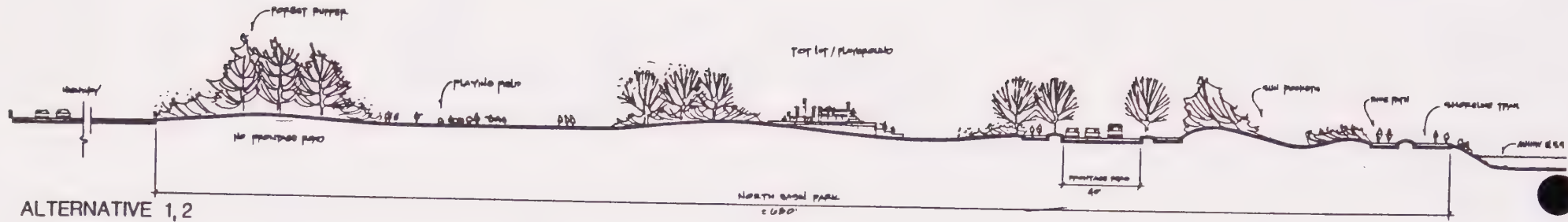
This alternative is presented as a commercial development with significant revenue sources for the City and substantial number of job opportunities for the surrounding workforce. In addition to the direct consequences of taxes and jobs, the property owner also proposes to establish a number of specific programs targeted at minority and low-income groups in the City.

- o Public Funding. No public funding sources have been identified for implementation of this alternative.
- o Revenues. The property owner estimates the potential revenue to the City to be \$5,000,000 per year at project buildout.
- o Economic Development. The property owner estimates that the alternative will produce 12,000 permanent jobs including 5,000 entry-level positions. Another 3,800 full-time construction jobs are estimated to be involved, including 700 entry level. The property owner proposes to donate to Berkeley Public Interest Corporation a 2-1/2 acre prime office parcel and \$1.00 per square foot of office space as it is built to benefit minority/women enterprises. Similarly, agreements will be made to assure the participation of minority/women-owned businesses in the planning, design, and construction of the proposed project.
- o Joint Development. The property owner proposes to enter into joint development of the marina plaza area, Site A, adjacent to the Berkeley Marina.
- o Phasing. No specific phasing plan has been proposed, though it is anticipated that the full build out of the waterfront would take several years.

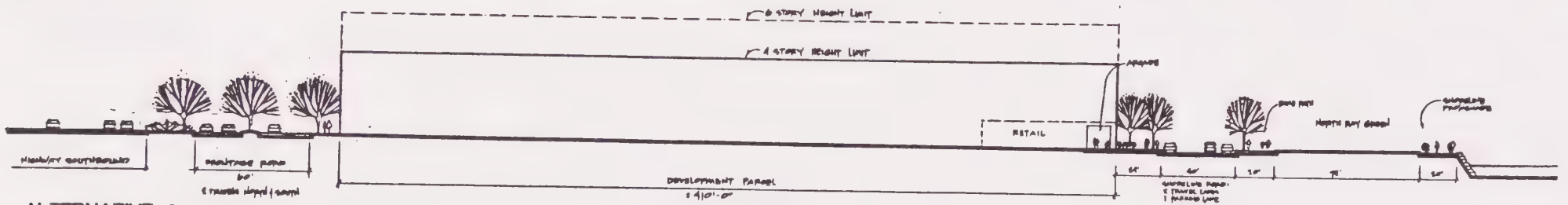




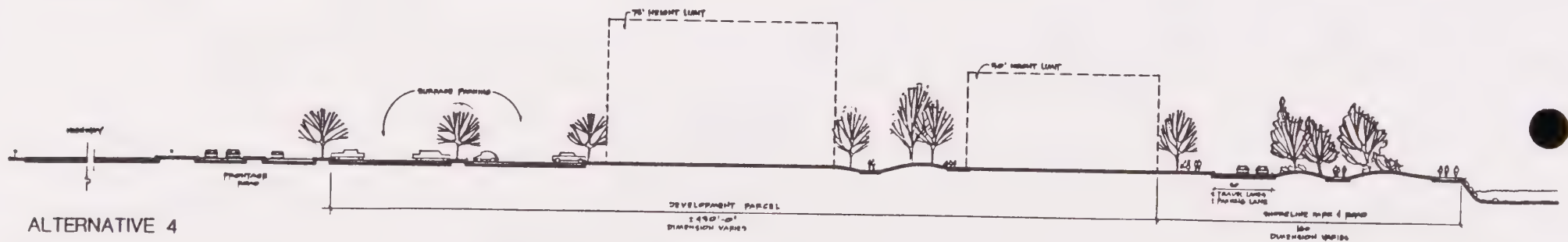




ALTERNATIVE 1, 2



ALTERNATIVE 3

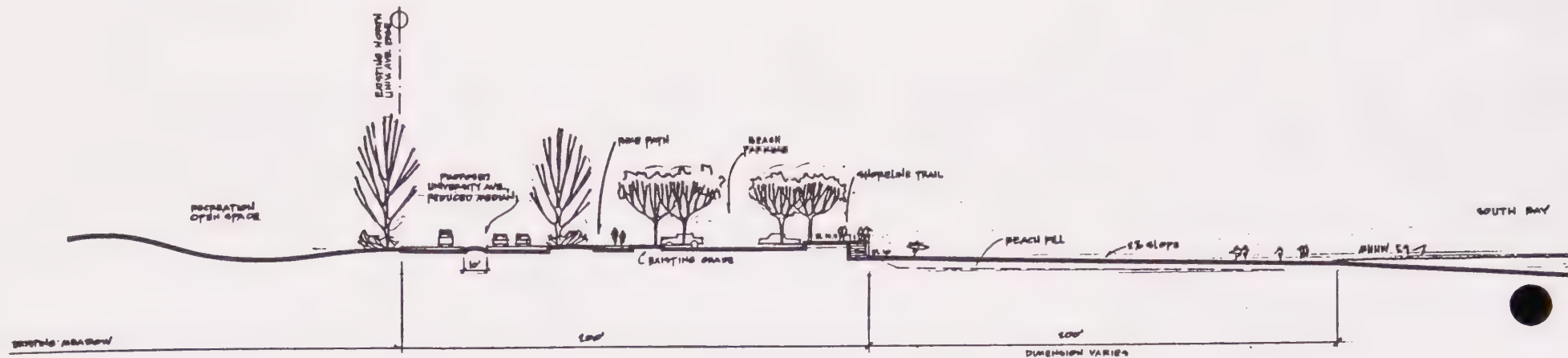


ALTERNATIVE 4

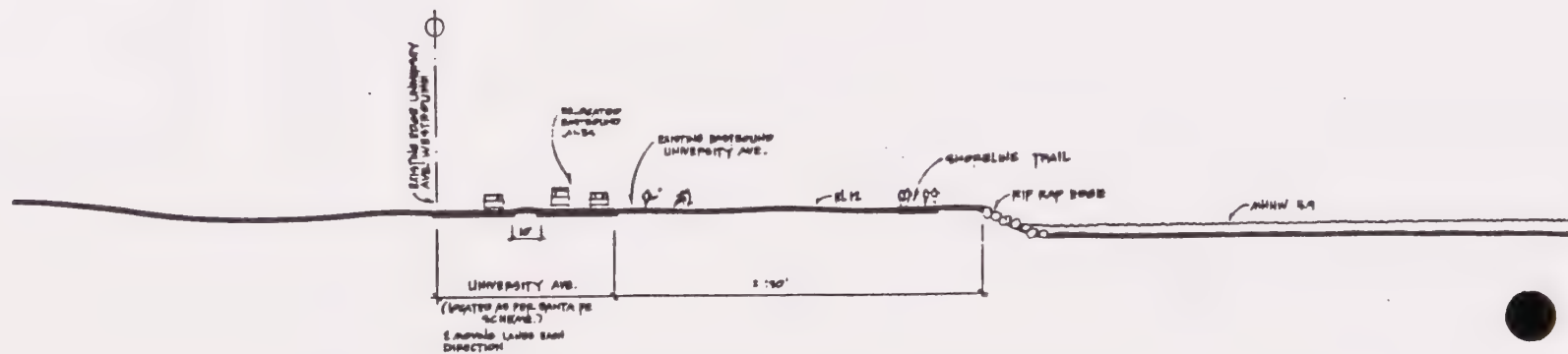
SECTION ALTERNATIVES: I-80 TO THE NORTH BASIN  
FIGURE 10







ALTERNATIVE 2,3



ALTERNATIVE 4

SECTION ALTERNATIVES: THE MEADOW TO THE SOUTH BASIN  
FIGURE 11



# Appendix 1.

## DESCRIPTION OF COMMUNITY LAND USE PROPOSALS

Ref.	Open Space - Acres and Activity (s.f. & ac.)	Development	Land Uses	%	Housing	General Office	Commercial	Hotel/Conf.	Garden Office/R&D	Other	Height	Gross FAR
1.	70 ac.; nature area & parkland beach, pond @ Schoolhouse Creek	1,780,000 s.f.	Office Other Comm. Housing Hotel/Conf. Other	21 44 11 5 20	202,000	365,000	340,000	86,000	300,000	Artisan 135,000 Sports 312,000 40,000	1-3 stories	0.25
2.	Less than 70 acres	7,555,000 s.f.	Office Other Comm. Housing Hotel/Conf.	28 5 47 17	3,550,000	1,900,000	390,000	1,290,000	725,000	---	20 story max.	1.05
3.	Less than 70 acres	6,120,000 s.f.			2,300,000	1,400,000	600,000	1,320,000	500,000	---	?	0.85
4.	Less than 70 acres	4,920,000 s.f.			3,580,500	910,000	100,000	330,000		---	20 story max.	0.67
5.	2/3 of Meadow + shoreline	4,575,000 s.f.	Comm. Housing Hotel/Conf.	11 35 55	1,575,000	0	500,000	2,500,000	0	-\$0	14 story max.	0.64
6.	82 acres	4,100,000	Office Comm. Hotel/Conf.	73 3 24	0	750,000	100,000	1,000,000	2,250,000	---	8 story max.	0.55
7.	67 ac. + 14 ac. fill for beach	2,055,000	Office Comm. Housing Hotel/Conf.	37 3 30 30	600,000 17 ac.	850,000 17 ac.	5,000	600,000 17 ac.	0	---	6 maximum 3 average	0.28
8.	90 ac.?	? (not stated)	Office Comm. Housing Hotel/Conf.		N. Basin	0	Marina	N. Meadow	N. Basin	Wild Pres. Marina Ped. Overpass	2-3 stories	?
9.	All western part of site (dev. only near freeway)	2,400,000	Office Comm. Housing	25 9 66	1,600,000	0	200,000	0	600,000	---	4-5 max.	0.33
10.	All western part of site (dev. only near freeway)	2,400,000	Office Comm. Housing Hotel/Conf.	17 13 30 40	700,000	0	300,000	1,000,000	400,000	School Theater Museum	4-5 max.	0.33
11.	150 ac. park All land PUBLICLY OWNED	360,000 20 ac.	?		0	0	? 5 ac.	? 10 ac.	0	---	2 max.	0.05



[illegible]





Ref.	Development	Land Uses	Housing	General Office	Commercial	Hotel/Conf.	Garden Office/R&D	Other	Height	Gross FAR
Open Space - Acres and Activity (s.f. & ac.)										
21. Meadow Brickyard Stables Shoreline	300,000+	?	300,000		rest. comm. rec.	Yes	Lt. Ind.	Theater Cultural Cntr. Comm. Grdns. Golf Course	2-3	?
22. "Bayfront Conservancy Dist." "Open space, water-oriented, amenity-focused model urban environment"	Not stated	Not stated	---	---	---	---	---	---	2-3	?
23. Entire site exc. as noted	Only Exhib. Cntr. "Public House", Concessions <300,000	All public	0	0	0	0	0	0	---	?
24. Only mentions beach	Not addressed	Not addressed	---	---	---	---	---	---	---	---
25. Entire site	0	0	0	0	0	0	0	Ferry	---	---
26. Entire site exc. as noted	Mainly N. Basin/ Stables area 250-300,000	Hotel/Conf. Comm.	75 25	0	0	80,000	180,000	0 Farmers Mkt. Nature Cntr.	2	---
27. Meadow remains "wild" Limit intensity of adj. dev.										
28. Nude swimming	Not addressed	Not addressed	---	---	---	---	---	---	---	---
29. City acquire entire site; Dedicate to artists	---	---	---	---	---	---	---	---	---	---
30. Playing Fields, Water-related Recreation Open Corridor Meadow to North Waterfront Park	Conf. Cntr./ (Asilomar) Low priced Accommodations Hotel = "300,000		0	0	0	"300,000	0	0	4 maximum 2 average	
31. Amphitheater, playing fields, Creek enhancement Rec./Cult./Ed. Facilities	Moneymaking rec. (e.g., Tivoli) Rest., food stands									
32. 78 ac.	1,460,000 s.f. 96 ac.		230,000	0	0	450,000	780,000	Same \$ to City as Santa Fe	5 maximum 3-4 average	0.2

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